

*Dissemination
Speeches*

OUTLINE FOR TALK ON RECORDS MANAGEMENT TO THE SUPPORT SERVICES COURSE
FOR DDS JOT'S

8:30 A.M., 29 October 1965, at Room 803 Glebe Building

Good morning.

I am pleased that [] has asked me to speak to you, ladies and gentlemen who are earmarked for top level managerial positions in the Support Directorate. This privilege is particularly pleasing because I have an opportunity to renew acquaintances with some old friends here and a chance to meet new people. As a result, I hope that we can exchange ideas and develop some new ways to solve an old problem - how to manage records.

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[] allotted eight hours for our presentation to the class of DDS JOT'S in February. Today we have one hour. This is comparable to the experience of the mosquito who landed in a nudist camp and said, "There's so much to cover, I don't know where to start."

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I want to talk to you this morning about what is probably the most unromantic subject in the world - paperwork - more conventionally called Records Management.

Records Management has been the object of great concern to five Presidents of the United States - Taft, Theodore Roosevelt, Truman, Eisenhower, and Johnson. Each of these Presidents established a special task force, appointed special commissions, proposed specific legislation or introduced other special methods to curb Federal paperwork. Why has this been necessary? Because Records Management or Paperwork Management requires the expenditure of so much money and requires so many people. ~~Expenditure~~

In 1954, Tax Payers of this country were spending more than Four Billion Dollars for Paperwork in the Federal Government. This Paperwork required 750,000 full-time workers occupying space equivalent to 36 Empire State Buildings.

Here, is a
current illustration. Assistant Air Force Secretary Robert H. Charles gave this experience recently to a Management Symposium in Beverly Hills, California: "The Department of Air Force's recent request for a proposal from industry exceeded 1500 pages. In reply, five competitors sent in an aggregate of 240,000 pages not counting any copies. When 30 copies of each proposal were made, the total weight was 35 tons; and it took over 400 Air Force personnel five months to read and evaluate this data." How much time and money do you imagine this cost the Air Force? *This condition also exists in large*

This condition also exists ~~to as great a degree~~ in large industrial concerns. Here is what J. Paul Getty, recognized as the World's Richest Man had to say about Paperwork: "To my mind one of the really serious wrongs in American business today is the penchant for wallowing in welters of paperwork. Some companies have literally hundreds of people keeping records on each other and passing office memorandums back and forth. Many times there appears to be more memo writers, filers, and readers than productive workers. The cost of this over-administration is staggering, not only in salaries paid to paper shufflers, but in the general slow-down effect it has on all operations".

get rid of paper by retirement to Records Centers or by destruction. This action of the President has already produced savings of \$2,100,000 for the Federal Government. We, too, have profited by:

ELIMINATING 9,485 CUBIC FEET OF RECORDS BY DESTRUCTION OR RETIREMENT *since March 1965*

and RELEASING 238 PIECES OF FILING EQUIPMENT - Valued at \$56,647. *Fy 1965 - net turn in of 301 safes. 100 surplus to N.S.A.*
These economies are not the result of a sporadic effort to make a good

showing because of President Johnson's moratorium. Our success is attributed primarily to the fact that we have over a period of 14 years developed an integrated system to cope with all kinds of Records Management problems. *I am proud*
~~take justifiable pride in the reputation~~ that we in CIA are recognized to have one of the most effective Records Management programs in the Federal Government. This recognition is attributed primarily to the fact that our

program includes all the recognized elements of a professional Records Management Program. As a result, CIA has saved over \$15,000,000 by using records management techniques. *Handwritten: 1/2/67*

The basic Records Management policies of the Agency are included in

which each of you received this morning.

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In addition to this regulation, we have published handbooks and brochures containing guides and procedures.

Our program is decentralized. Each Deputy Director is responsible for establishing a Records Management Program and designating a person to operate it. The Records Administration Staff furnishes guidance, assistance and coordinates the program. We develop standards, policies, and procedures. We also make surveys and audits; and we operate the Agency Archives and Records Center.

Before I discuss these policies and standards I want to ask and answer these 5 questions.

First WHY SHOULD YOU BE INTERESTED IN RECORDS MANAGEMENT? Because as a tax payer you help to pay the cost of creating and maintaining records. In our agency it costs 11 million dollars to keep our records for just one year. You were selected for this program because your talents are needed to assist top management in solving problems. This is an opportunity, therefore, for you to learn how the Records Management technique can assist you in your future assignments.

Second WHAT IS RECORDS MANAGEMENT? Records Management is a specialized profession dealing with problems and practices of paper work. Basically, it is a management improvement program. Its objective is economy in office operations. It is concerned with the entire life cycle of records from creation to cremation. Originally, Records Management was primarily concerned with the disposition phases of records; also, it was concerned with the arrangement of paper. As a result of these two limited considerations, a negative and narrow view of Records Management predominated. Today we have a positive viewpoint which includes paper work, punch cards, magnetic and paper tapes and photographic reproductions.

Records Management is emerging as a recognized profession. There are now three professional societies--AREA, ARMA and SAA. Recently another professional organization, The Administrative Management Society sponsored the first awards for excellence in paperwork management in the Federal Government. Here is what the International President of this Society, Mr. J. B. Poole, had to say when making these awards on 28 September 1965 at the Shoreham Hotel here in Washington:

"I wish to extend our appreciation to the President of the United States for the outstanding leadership he has provided through the War on Waste. The tremendous emphasis in government and business in recent years concerning the need for improved paperwork management is sufficient evidence of the growing importance of these things to successful and economical government and business operations. If, through these awards, AMS can focus on those whose professional management achievements have been outstanding, and in so doing inspire others to similar achievements in both the government and business sectors, then our professional purpose will have been achieved."

Both government and industry depend upon the professional records manager to help solve their paper work problems. Here is an article from which indicates how large industrial concerns use records management experts.

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This agency has professional people to assist them in Records Management problems too. Selected personnel have been trained in records management techniques at American University, the graduate school at the Department of Agriculture, the AMA and GSA.

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WHY DO WE NEED RECORDS MANAGEMENT?

TO SAVE MANPOWER--eliminating records no longer needed for daily use reduces filing and finding time. The time of personnel needed to service an accumulation of paper can be reduced and used for other purposes.

TO SAVE SPACE--CIA records requires over 200,000 square feet of office space. Office space is still scarce, and we are expanding into three new buildings in the Rosslyn area to compensate for this shortage in the head-quarter's building.

TO CONTROL GROWTH--We create about 200 million pieces of paper a year--the equivalent of about 12,500 safes. We also collect a lot of paper--about 1/8 million pieces last year. One new office in the agency created and collected over 28 million pieces of paper in one year. This kind of growth *must be* ~~needs to~~ be controlled.

TO COMPLY WITH THE LAW--The Federal Records Act, Public Law 754, prescribes standards for this agency and all Federal agencies to follow.

TO PROTECT IMPORTANT RECORDS--This phase of Records Management is concerned with the identification and dispersal of those records which are needed to reconstruct our operations in the event that current papers are destroyed as a result of disaster.

TO SAVE MONEY--The paper we create and keep costs about \$109 million *annually*. *1965*
~~Do you think this can be reduced?~~ President Johnson on July 15, this year called to the attention of the Cabinet the need to continue cost reduction programs and he particularly stressed the need to eliminate unnecessary paperwork.

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WHO IS RESPONSIBLE FOR RECORDS MANAGEMENT?

THE ADMINISTRATOR OF GSA. He publishes regulations and standards and audits agency programs. He also operates all Federal records centers and the National Archives.

THE DIRECTOR OF CIA. He is required by The Federal Records Act to maintain a Records Management program in accordance with GSA standards. The General Counsel of our agency says that we must comply with the law and these regulations.

EACH DEPUTY DIRECTOR. Required to establish a program as outlined in

and appoint a person to carry out the program.

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CIA RECORDS OFFICER. Agency wide operation and coordination. Standards and guides.

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WHAT ELEMENTS ARE INCLUDED IN RECORDS MANAGEMENT? We are concerned with managing records in all phases--while they are being made, while they are being used and in their final stages of preservation or destruction. Specifically, we are concerned with forms, reports and correspondence; filing systems, filing equipment, vital records; records disposition and the operation of an archives and records center. Let's see how each of these elements can be used to improve office efficiency.

FORMS MANAGEMENT. What Is Forms Management? SLIDE #1

Forms are probably the most widely used type of records.

Forms are here to stay. Our actions are controlled and regulated by forms from the time that we are born until we die. SLIDE #2. Our actions are guided by forms, but they do not perform the actions. SLIDE #3. This requires a machine and a human being. Despite this limitation, forms are the backbone of procedures.

Properly used forms produce dramatic savings in money, manpower and materials. Our cumulative savings from forms management amount to \$759,000⁴⁹⁹ through improved operating procedures, less copies and easier to fill in and use forms.

Here are some of the things that we are concerned with in good forms management--

GOOD DESIGN - SLIDE #4 --Easy to fill out by hand or typewriter--this saves time. Here is a good illustration - The Domestic Travel Order - Form 540b was designed several years ago by a committee - they sent it directly to Printing Services without our approval and insisted that it be printed exactly as they developed it. This was done but due to improper design the form could not be used in a typewriter because of improper spacing - SLIDE #5. The stock had to be destroyed and we were asked to redesign it.

THE RIGHT SIZE - SLIDE #6 --must fit standard equipment and machines. Here is an actual illustration of how the wrong size created a serious problem for one office. "Two of our most widely used forms were designed to fit a long-carriage typewriter. WHY? No one considered the size of the form, just the data that was needed or data they thought they needed. The Forms were printed (costing well over \$10,000) and then a little error was discovered by the

originating office, the forms were too wide to fit in normal typewriter carriages. So what, you say, "Let them get wide-carriage typewriters." Just consider the cost to furnish long carriage typewriters AROUND THE WORLD. The agency, of course, does not stock long carriage typewriters which meant we would have to go out and buy them and ship them.

Finally, the problem was solved, the forms were re-designed, printed, and re-distributed around the world. But at what expense? Well, the most obvious one was the destruction of forms costing more than \$10,000."

Today we have 2,417 official forms. These are for agency-wide use and they concern almost every conceivable function. Despite this, we find from our surveys that there are ten unofficial or bootleg forms for every official form. SLIDE #7.

CIA forms cause about 52 million pieces of paper to be created every ^{last year.} year. Last year we spent about ^{1 273 331} \$300,000 just to print them. SLIDE #8. Printing costs are apparent. The hidden costs are concerned with processing, filing and later disposing of them. Based on standards used by government and industry, the total cost of printing and processing our forms last year amounted to about \$6 million. SLIDE #9

TURN OFF PROJECTOR

This is an area where you can be particularly helpful. You can be concerned with forms every day regardless of your assignment. Some people consider a new form as harmless as an empty gun. It would be smarter to recognize it as a potential bomb. You can help by avoiding bootleg forms - eliminating obsolete official forms - avoid hoarding and Use the Forms Catalog.

Statistical
REPORTS MANAGEMENT. A report is any consolidated or narrative information in graphic, tabular, or textual format required by one organizational element from one or more other organizational elements for the purpose of forming policy, controlling operations, *or* evaluating performance, or otherwise ~~executing its mission.~~

Reports operations constitute about 1/4th of the total cost of paperwork management. Individual reports often cost many mandays, some many many years. An average combat division of today's army *for example* may expend as much as 90 many years annually in compiling reports.

Reports, most will concede, are a two-sided coin. They can and do serve an invaluable management function when well conceived. As such, they contribute to timely and proper decisions and to *the* coordination of overall organizational effort. The results are efficient and effective operations which add up to money on the credit side of the ledger.

The obverse side of the coin, on the other hand, reflects those reporting requirements which confuse and perplex not only the ones required to prepare them, but those who receive and must interpret them. These are the reports which serve no useful purpose and consume the time of those involved. In short, they add considerable red ink to the ledger.

Reports create large volumes of paper. Last year more than 12 million pieces were created in our agency from reports. These reports are costly, too. Last year we spent about \$30 million for them.

We have not done as much in reports management as we should. I am convinced, however, that we must get busy because the increased use of computers makes it too easy to get a report. Computers can produce about 100 cubic

feet of paper a day in contrast to about an inch a day by typewriter.

We know that reports management is a profitable area--a survey several years ago produced savings of \$25,000 for an investment of about \$500 in time. The Office of Logistics and the Office of Communications are now beginning a Reports Management program. Here is a current illustration of how the Office of Training has begun to improve its reports. This change concerns you and all students who complete any OTR sponsored programs. Effective the 18th of October, the Director of Training issued an official notice to all instructors that henceforth they would prepare only the original and one copy of training reports, formerly as many as five copies were used. This was accomplished by changing the routing of the report to the Office of Personnel and to others who have a need to see it but do not need to keep it. You can help - avoid requesting new ones - do not keep your name on distribution unless essential - destroy rather than keep copies.

CORRESPONDENCE MANAGEMENT. This is a neglected phase of Records Management. Many pieces of mail are hard to understand and require additional correspondence before it can be properly processed. Routine correspondence in many instances is reviewed at too high a level in the organization; and as a result, unnecessary paper work is required by top level executives.

In correspondence management we are primarily concerned with standard practices for the preparation of mail so that we can get quality work at lower cost. Our efforts in correspondence management have included these projects--

An agency-wide Correspondence Handbook.

Form and Guide letters.

One of the best ways to economize in the correspondence area is to use form letters. A one page dictated letter costs *3.50* a one page form letter costs *25cents*. I don't like form letters any better than anyone else, but the well-designed and properly organized form letter is acceptable. As a matter of fact, I find that industry is using it to a greater extent than government. We have been quite successful in the use of a modified form letter called "speed letter". Here is how it works. The speed letter consists of three sheets of paper on NCR stock. With one writing, we prepare an original and two copies. The originating office sends the original and one copy forward and keeps the third copy for follow-up. The receiving office replies on the bottom of the first and the second copy. They keep one and send one forward. The originating office then destroys its follow-up file. The result is we have the request and the answer on the same piece of paper. This technique is being followed in the Office of Logistics, Contact Services, Office of Security, and NPIC. It saves a lot of time and money.

Probably the best idea in correspondence management is to delegate authority to the proper level for preparation, review and signature. This eliminates wasted time and unnecessary reviews.

Correspondence creates about 8 million pieces of paper a year in CIA, and it costs us about \$20 million. Regardless of what your future assignment will be, it will include correspondence. Here is an area where you can be particularly helpful in reducing costs. You can use form letters - omit transmittal memos - reduce copies. *analyze procedures,*

VITAL RECORDS. This program is concerned with identifying records essential for the continued operations of our agency in event of an emergency or for reconstruction in the event that headquarter's offices are eliminated by enemy attack. A vital records program should not be a scheme to select paper and put it in a deep freeze. It can be a catalyst to the development of an entire management information system.

Vital Records Deposit Schedules are the primary medium for the identification and operation of our program. I want to emphasize that the papers we select as vital are current papers not historical or inactive ones. We have a very active vital records program. I have an opportunity to compare it with others in government and industry, and I am sure that we are on the right track. Our vital records are about 3.3 percent of our total holdings. This compares favorably with the suggested ratio of about 2 percent recommended by the National Records Management Council. ^{must} You can help by seeing that deposits are made according to schedule.

FILING SYSTEMS AND EQUIPMENT. In this area we are concerned with systems for the arrangement of papers so that they can be easily found; the storage of papers in the proper type of equipment, and the use of the right kind of filing supplies. We have developed standards for each one of these areas.

UNIFORM FILING SYSTEM--Subject-Numeric for administrative and operational uses. Here is how you can do it -- (Hand out--How to Convert to Subject Numeric).

STANDARD EQUIPMENT --safes and filing cabinets -- in 1952 about 17 types, today 6 types. In 1952, 54 types of file folders, today 9. As a result of this, standardization, procurement, and supply costs are substantially reduced.

TURN
SPECIAL EQUIPMENT--Shelf files save space, time and money. Our savings about \$500,000. Roll-out shelf files--conservamatic files--No-Walk files, Motorized files. (Use Slides for these). Describe advantages --compare cost of filing in shelf files versus filing in safes.

TURN OFF PROJECTOR

	<u>Filing Inches</u>	<u>Cost Inch</u>	<u>Space Required</u>	<u>Equiv. Safes</u>
Two Drawer Safe	50	6.94	10 sq.ft	--
Four Drawer Safe	100	5.37	10 " "	--
Shelf File-Seven High	247	.68	8 " "	2½
Shelf File - 14 Tiers	1008	3.42	36 " "	10
Rollout Shelving	235	1.00	14 " "	2¼
Conserva-File V-Shelving	705	.88	36 " "	7

RECORDS DISPOSITION. This is probably the most productive element in the entire Records Management program. It is also the most difficult phase of our business because it requires us to make up our minds on what to keep and what to destroy. We cannot keep everything and we must not destroy everything. There are, however, certain recognized professional standards to guide us. They concern legal values, historical values and administrative values. A general guide we use in the retirement of records is this-- If records are not referred to more frequently than once per file drawer per month, they should be removed to the Records Center.

Our records disposition program has provided tangible savings of almost \$10 million. In each Records Management survey, we usually expect that in the initial phases of inventoring and scheduling we ^{to} will destroy 30 percent of the records, retire 40 percent now or later and keep 30 percent in offices.

It is cheaper to keep paper in a records center facility than in any office building. Here are the relative costs for one-half of a file drawer.

Store & Service


Store

In the Office - 55.98

6.24

In the Records Center - 1.75

.42

 has arranged for you to see our Records Center later. This facility was constructed especially for secure and efficient storage of paper. We have special controls for temperature and humidity. We have also provided special security features. Inactive records can be retrieved from the center by any agency office in a few hours.

You can help by:

1. Seeing that your records are scheduled
2. Following schedule

One of our top scientists, Dr. VonBraun, when asked about the progress that we are making in space said, "We have conquered most of the problems in gravity, and we will reach the moon if the paper work doesn't hold us down."

President Johnson told his cabinet recently, "Cut out excessive paper work. It breeds overstaffing." Continuing the President said, "I want you to give as much attention to management as you do to your operating programs." Incidentally, the President's message is echoed in this article in the Harvard Business Review by the President of the National Records Management Council titled the "New Science of Records Management."

I have given you a brief outline of Records Management, and my experience in dealing with Records Management problems in CIA for 14 years. I have shown you some of the results from the application of paper work management techniques. I hope that you can use these in your future assignments.

I have enjoyed this discussion with you this morning; and if you have questions, I will be glad to answer them.